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THE ARDA PROGRAMMES ON COMMUNITY DEVELOPMENT.

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THIS BACKGROUND PAPER DESCRIBES THE PURPOSES OF THE CANADIAN AGRICULTURAL REHABILITATION AND DEVELOPMENT ACT (ARDA) AS EXPRESSED IN THE FEDERAL-PROVINCIAL RURAL DEVELOPMENT AGREEMENT FOR 1965-70. THE ARDA PROGRAMS, INTENDED MAINLY TO IMPROVE RURAL INCOME AND EMPLOYMENT OPPORTUNITIES, INCLUDE RESEARCH, LAND USE AND FARM ADJUSTMENT, REHABILITATION, RURAL DEVELOPMENT STAFF AND TRAINING SERVICES, SPECIAL ASSISTANCE TO RURAL DEVELOPMENT AREAS, COMPREHENSIVE DEVELOPMENT OF SPECIALLY DESIGNED AREAS, SOIL AND WATER CONSERVATION, AND PUBLIC INFORMATION SERVICES. COMMUNITY DEVELOPMENT IS DISCUSSED AS AN INSTRUMENT OF SOCIAL AND ECONOMIC PROGRESS INVOLVING DEMOCRATIC DECISION MAKING, AS WELL AS, CLOSE FEDERAL AND PROVINCIAL COOPERATION, A BROADER, MORE FLEXIBLE APPROACH TO SOCIAL WORK, A HOLISTIC APPROACH TO RESEARCH, INCREASED LOCAL PARTICIPATION IN MANPOWER REHABILITATION AND MOBILITY PROGRAMS, AND LOCAL COST-SHARING. FINANCIAL AND TRAINING PROVISIONS ARE NOTED. INFORMATION ON REQUIRED SKILLS AND BACKGROUND OF SPECIALIZED PERSONNEL, LOCAL AND AREA VOLUNTARY LEADERS, GENERALISTS CONDUCTING GROUP ACTION, AND TRAINERS OF PERSONNEL IS INCLUDED. FUNDAMENTAL PROBLEMS OF PLANNING ARE CONSIDERED. THE DOCUMENT INCLUDES APPENDIXES. THIS BACKGROUND PAPER WAS DISTRIBUTED AT THE INSTITUTE OF THE NATIONAL COMMITTEE OF CANADIAN SCHOOLS OF SOCIAL WORK (2ND, TORONTO, NOVEMBER 25-28, 1965). (LY)

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INSTITUTE ON COMMUNITY DEVELOPMENT IN CANADA:

PROMISE AND CHALLENGE TO

PRACTITIONER AND EDUCATOR.

TORONTO -- NOVEMBER 25-28, 1965

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SUBJECT: The ARDA Programmes on Community Development.

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INTRODUCTION

The Agricultural Rehabilitation and Development Act of 1961 enabled the establishment of a federal-provincial programme of alternate land use, soil and water conservation, rural development, and research, aimed primarily at alleviating the serious national problem of low income in rural areas by supplementing programmes implemented by various Departments of Federal and Provincial Governments in rural areas.

The need for legislation such as ARDA becomes clear and urgent with the publication of a series of maps setting forth graphically a number of indicators of social and economic disadvantage in varying degrees across Canada. These statistical indicators are taken from the 1961 Census of Canada. As an illustration only two indicators need be mentioned in this paper, vg. approximately 177,000 farm operators (36.8% of the total number) sell less than $2,500 worth of produce annually, and approximately 298,000 rural non-farm families (42.5% of the total number) have annual incomes of less than $3,000.

...

ARDA is a federal-provincial programme. It is the responsibility of the provinces to initiate projects and programmes, implement them, and pay approximately half the costs involved. The federal government, in addition to sharing costs, establishes in consultation with the provinces the main objectives of the programme and sets operating policy and criteria under which programmes are initiated. The federal government may provide some forms of technical assistance when required and may initiate and carry out research. An important, although less clearly defined role of the federal ARDA Administration is to function as a clearing-house for information, both technical and general, and to work toward improving co-ordination of all agencies concerned with rural social and economic development and resource use. This applies particularly with respect to federal agencies, but in practice many scores of agencies--federal, provincial, private and university--have become involved in the ARDA programme, and thus to a greater degree with each other.

In order to facilitate closer working relationships between Departments concerned with rural development, each province has established a provincial ARDA office to administer the provincial programme and maintain working relations with the federal ARDA Administration. The Prairie Farm Rehabilitation Administration and the Maritime Marshland Rehabilitation Administration have functioned to some degree as operating arms of the federal ARDA Administration. Four federal ARDA regional offices are being established, for the Atlantic Provinces, Quebec, Ontario and the Western Provinces.

Because ARDA is a complex federal-provincial social and economic development programme based on very general federal legislation

...

detailed federal-provincial agreement on operating procedures is essential. The first General Agreement between the federal government and each province established the operating procedures for implementation of the Agricultural Rehabilitation and Development Act.

By the autumn of 1962 all provinces had signed the General Agreement, which terminated on March 31, 1965. By the summer of 1965 all provinces had signed the second federal-provincial Rural Development Agreement covering the period April 1, 1965 to March 31, 1970.

The ARDA concept of rural social and economic development and the conservation of natural resources is basic to the second federal-provincial agreement, as it was in the General Agreement; however, the new Rural Development Agreement embodies a number of important differences, as follows:

- Duration of five years instead of two and a half years.
- Maximum federal expenditures of $25 million a year, instead of $20 million a year, making a total federal contribution of $125 million instead of $50 million.
- Increased emphasis on programmes to assist rural people to re-establish in new employment or resettle in areas where opportunity may be better.
- The establishment of a special Fund for Rural Economic Development by the federal government whereby an initial sum of $50 million, in addition to the $125 million total of annual federal contributions, may be spent on major projects that are part of comprehensive development programmes in areas that are especially designated.

...

- A new emphasis on the alleviation of poverty in rural areas by means of a holistic approach to resource and human development, embracing all the resources of disadvantaged rural areas in an effort to provide new income and employment opportunities and raise standards of living.
- A new system for the administration of joint ARDA projects, whereby the federal government and the provinces agree jointly on an entire programme for a year or more, instead of a process in which the province submits each project individually for federal examination.
- In provinces that desire it, the inclusion of Indian lands and Indian people within the purview of the ARDA programme.
- Greater attention paid to the training of Rural Development Officers, and to the provision of facilities required to carry out such training. These RDO's will constitute a specialized corps composed of (a) sectorial (different public servant professions and disciplines) resource specialists, (b) local and area voluntary leaders (private organizations) (c) generalists who are practitioners of group action, and (d) trainers of these corps members in community development approaches and methods.

THE ARDA PROGRAMMES

From the foregoing, it is clear that the Agricultural Rehabilitation and Development Act programmes are intended primarily to improve rural income and employment opportunities. To this end certain types of soil and water conservation, land use adjustment, research and "rural development" programmes are being put under way. The term "rural development" as employed relative to the ARDA

programmes embraces elements of resource development, development of resource-based industry, community development, rehabilitation, education and training, and re-establishment. (It is obvious that action programmes relative to several of these are not the exclusive prerogative of the federal ARDA Administration; however, the ARDA programmes take cognizance of the essential need to recognize the multiple problems of the low-income individual in his environment--for a holistic rather than a fragmented approach to solution of his problems within a given community and area).

In general, the resource management programmes of ARDA are intended not as resource development programmes per se but as means of enhancing the income-earning opportunities of rural people. The research so far undertaken has been in large part socio-economic investigation, in keeping with the broad intent of the ARDA legislation.

The Federal-Provincial Rural Development Agreement (1965-1970) establishes the administrative framework for the federal-provincial ARDA programmes, and is in accord with the basic requirement that the provinces initiate, implement and administer all ARDA projects except such research projects of national significance as the federal government may initiate and carry out under terms of the Act, as distinct from the Agreement.

The Rural Development Agreement comprises eight main Parts, each with specific aims and objectives, these constituting the ARDA Programmes as follows:

Part I - Research -

To enable Canada and the Province to undertake jointly,

physical, social and economic action - oriented research concerning any of the projects or programmes under this Agreement. Basic physical and biological research is not considered pertinent to the intent of the Act.

Part II - Land Use and Farm Adjustment -

To assist in the establishment of viable farms through the enlargement, consolidation, regrouping and basic improvement of sub-marginal farms, and to assist in the withdrawal from agriculture of farmland areas unsuitable for farming through the purchase or removal of land of low physical capability for agriculture from uneconomic or damaging use.

Part III - Rehabilitation -

To rehabilitate and to re-establish in effective employment and income opportunities certain rural people who are in need of assistance as a result of underemployment or low income.

The intent is that the provisions, where applicable, of federal-provincial and federal manpower programmes should be applied vigorously to the rehabilitation problems of rural people and that this Part of the Rural Development Agreement should be used to fill gaps or to provide supplementary types of assistance to meet the particular needs of rural people.

Part IV - Rural Development Staff and Training Services -

To assist the Province in providing for a specialized corps of Rural Development Officers qualified to guide action projects implemented through ARDA; to encourage effective community and area leadership for programmes under this Agreement; and to involve local people in the solution of socio-economic problems of the

community and area.

Part V - Rural Development Areas -

To increase substantially income and employment opportunities in rural areas and communities which are in need of special assistance. Normally programmes under this Part will be carried out in areas in which programmes under Parts I, II, III and IV are being implemented.

A Rural Development Area is an area jointly agreed to by the Federal Minister and the Provincial Minister. In recognizing Rural Development Areas such factors may be considered as earnings of families or individuals, extent of unemployment or underemployment, record of social assistance payments, levels of education and similar criteria.

Part VI - Special Rural Development Areas -

To carry out a comprehensive rural development programme in specially-selected rural development areas.

These areas will be defined by the Provincial Minister and may be agreed to by the Federal Minister, subject to approval by the Governor-in-Council and the Lieutenant Governor-in-Council, as "Special Rural Development Areas".

Such areas warrant a comprehensive co-ordinated approach to economic and social development because they are subject to widespread low income; have major adjustment problems, and have recognized developmental potentials.

A comprehensive rural development programme involves the following:

(1) physical, economic, and social studies and investigations

necessary to the determination of the development problems and potentials of the area;

(2) the involvement of local people through the establishment of rural development committees or similar bodies;

(3) the preparation of comprehensive rural development plans;

(4) the undertaking of a broad range of projects for the development of the rural development area in conformity with the development plans, to increase income and employment opportunities and raise standards of living.

In order to implement comprehensive development plans, Canada and the province jointly agree within the framework of general programmes and policies, to bring to bear and to co-ordinate the various programmes of their respective agencies as may be applicable to the area.

When a Comprehensive Rural Development Plan has been formulated and a Special Rural Development Area has been designated, and the elements of participation by Canada in the plan, under this Agreement, have been approved by the Federal Minister, a separate Programme Agreement shall be concluded.

Part VII - Public Information Services -

To provide for the development of public information services suited to the needs of the ARDA programmes. Emphasis is placed on creating effective information exchanges among governments as well as between governments and non-governmental organizations and the public.

Part VIII - Soil and Water Conservation -

To advance soil and water conservation in rural Canada primarily for agricultural purposes through joint projects for

water management and development and soil improvement and conservation, and particularly through watershed conservation and development projects, provided a major part of all such projects serve agricultural and rural development purposes.

The foregoing defines very broadly the terms on the basis of which ARDA programmes can be formulated and implemented. These programmes have a bearing on living conditions of rural people, and so invite further studies of community development approaches and methods in varying degrees of emphasis. The very notion of programme needs to be refined if areas of concern, such as community development, are to be specified and examined in some depth. A programme is by necessity a sequence of steps, in a given order, concurrent steps in the case of integrated projects, all leading step by step to a given objective. In this sense, the evolution of rural development concepts leading to the present 1965-1970 Agreement is pertinent.

Firstly, the concept of conservation as applied to land and water has received foremost attention over a span of many years in both Canada and the U.S.A. One need only refer to reports of Conservation conferences during the post World War I years and the Roosevelt administrations for more details. In Canada, the need for improved land use policies led to the appointment of the Senate Land Use Committee in 1957. The hearings and recommendations of this Committee led to the organization of a National "Resources for Tomorrow" Conference and to the enactment of the ARDA legislation in 1961. The introduction to this paper brings out the continuing evolution of these various concepts, all steps leading

to the ARDA Act, then from the General Agreement to the present Rural Development Agreement. Finally, there are to be noted the very clear, direct references (Parts III and IV particularly) to community development as such, expressed in broad terms of involvement and participation of the people, especially at the local and area levels, in the solution of their problems, in satisfying their needs through the application of the process and method of interaction or "entr'aide".

COMMUNITY DEVELOPMENT

Immediately the concept of community development is introduced as part of a programme for resources development, one becomes concerned with definitions. There are dozens of definitions which might fit certain sets of situations but which would be found wanting when subjected to the test of furthering human development in a democratic society.

During a national consultation on training for community development held in Scarborough by the CAAE/ICEA early in 1965, Dr. T.R. Batten listened to many suggestions and then expressed the view that "community development represents an approach to people which involves them in thinking, planning and decision-making in relation to what they already feel".

So far, in formulating approaches to the ARDA programmes on community development, it was thought preferable to defer until such time as various approaches had been tested and some results known, before attempting to formulate a realistic definition of community development. Actually, some very challenging approaches are being applied in varying degrees of intensity in several

provinces across Canada, more specifically in Quebec, Manitoba, New Brunswick, Alberta and Prince Edward Island. Some general observations will be made later in this paper on the general concepts involved in the organization of these approaches and on progress made to date.

In order to give this paper a more specific focus however with respect to community development, let us accept the United Nations definition: "A process designed to create conditions of economic and social progress for the whole community with its active participation and the fullest possible reliance upon the community's initiative". The key word to be emphasized is: participation. There is much agreement here with the Batten definition in which the key word is: decision-making.

Let us review the terms of the U.N. definition and underline some of the policies they suggest:

1. A democratic approach - If the specific objective of community development is to "create social and economic progress", governmental policies must aim to have an expanding economy with concurrent social progress particularly in the fields of health and education. This is in contrast with traditional welfare approaches which must cope with problems a "society-in-disfunction" creates.

For ARDA, even with an enlarged concept, the basic policy remains "the attainment of rational land use" through resource adjustments, (Part II). Here in the very first notion involved, one must recognize that in a democracy, democratic processes must be emphasized so as to allow the people to choose for themselves their own goals and their own order of priority and the preferred

means of action. This democratic method involves a risk, that of selecting a course of action not specifically favoured by the experts. But, as in any educational process, people must be encouraged to make their own decisions and learn from the consequences of these decisions. In these circumstances where people enjoy a certain leeway in decision-making, "mistakes" and "wasted effort" may well be an essential part of the learning process.

There is one basic assumption here that needs to be made explicit. Community development is not a "gimmick", nor is it a panacea to all ills. But it is thought to be a wise approach to such pragmatic activities as physical resource development, mainly because it relates these activities to people and it occupies a central position in the formulation of plans (community planning) and for the implementation of such plans (community organization). Community development is more the expression of a basic philosophy concerning man: it is a commitment to the development of the other person thought of as an intelligent free agent. It rules out the "I am right, you are wrong" approach. It rests on a profound respect for the human being.

In the same way that one could not conceive of a social worker despising the persons or community being helped by his/her actions, for exactly the same reason do community planners wish to involve deeply, and from the beginning, the local population. There is a consequence to this approach. It has to do with the receptivity of the community: this consultation, if not used as a "gimmick", can go as far as to suggest quite different problems from those first perceived by the planners. The priorities which the people determine might be quite different from those of the

planners. The preferred solutions could also be different. By carefully examining these preferences, the expert, or the planner from the outside, may discover new levels of reality that he could not possibly have known without consultation at the local level, at all stages. Father Tompkins of Antigonish, Nova Scotia, used to say: "The local people know where the ice is thick--and more important still--they know where it is thin". Inasmuch as there is participation, by the people, readjustments to any programme can and must be made. In that sense, commitment to the dignity and rights of the individual becomes the mainspring of the co-ordinated action at the community level.

This statement raises a challenging question: How can this objective be attained in a programme intended to help people with low levels of education and with low incomes? Can they understand the issues affecting themselves? Can they make complex plans for the future? We oft hear it said that people living in such dire conditions are unable to exercise judgment, to make wise choices. This may be correct, but then again, it could be the approaches to these people have been incorrect. In the past, social action has tended to follow what could be called "a vertical model" of organization. Each professional group worked in formulating its own methods and finding its own results in isolation from any other professional group. The same could be said of government agencies and their personnel. It has happened that they would send two or more representatives to the same area without one having any knowledge of the other's objectives and methods. Working within confined mandates they had a tendency

to work within a narrow frame of reference, to have no desire really to consult the local people, to be ill-prepared and untrained for this approach. As a result, they referred directly back to central administration whenever questions or problems arose. Being engaged in a process of looking at problems from the outside, a paternalistic and static conception of social change was present. Since field workers are encouraged through this model to wait for solutions that will "trickle" down to their level without questions, it is little wonder such programmes seldom really get off the ground, or that the local people are confused and apathetic towards new programmes that are full of promises to improve their living conditions. As one can see, the vertical model is in place and becomes self-sustaining.

The changes mentioned previously in the definition of ARDA programmes constitute an evolution in areas of concern which may be regarded as a basis for the current interest in another form of model, one which may be termed "an horizontal-spiral model". Here, rather than trickle down from above, the process of communication regarding problem identification and solutions stems from below across professional boundaries. In this model the basic actor is not the agent implanted from the outside but the people themselves. The movement is thus one of horizontal participation at the local level in an ever-enlarging spiral. But the model cannot operate unless this movement of participation cuts across socio-economic levels. It must include all professional groups and attempt as well to integrate many disciplines formerly working within "walled-in" compartments. Thus, up-down spiral movements meet at various levels somewhere between top and bottom, according to the nature of particular programmes.

2. Implications for social work - This evolution may be likened to what has happened in the various intellectual disciplines. In the case of social work for instance, methods of the vertical model are now tending to disappear. Fewer of the agencies and social workers envisage their work as an isolated gesture of the paternalistic approach, if ever such was the case. In a paper delivered to the 1961 Annual Meeting of the Canadian Welfare Council (Selected Paper No. 2), Dr. Harry Johnson indicated clearly that in an "opulent society....the same principles of rational calculation, innovation and exploitation of technical progress" should be applied to social policy as is applied in productive systems. Social work has certainly realized that this should be so. While social workers are now confronting the complex problem of multiplicity of welfare agencies, there still remains the problem of closer collaboration between the educators and the practitioners. Of great importance also is the problem of cooperation between the professional groups in the social sciences and the technological experts: the agronomists, the foresters, the planners and the like.

At the 18th Biennial of the Canadian Conference on Social Work (Winnipeg, June 4-8, 1962) concerned with community development, examples of the horizontal-spiral model are presented in the various texts. An incident is narrated by Lester B. Granger, President of the International Conference of Social Work, who, returning from extensive field trips in Asia and Africa suggested that "community development has...added a

new dimension to the practice of social work". (Proceedings on Community Development). Reporting on a conversation he had had with a Ghanian social worker, he stressed this basic difference between the American (vertical model) and the African way (horizontal-spiral model) in these terms: "American social work is based on a theory that you can take a broken individual and heal his personality and refit him into the environment that broke him up. (...) We are trying to reshape the environment so that fewer people will be broken in the future" (p. 7).

This whole new concept of the role of the professional social worker in reshaping the environment has also been accepted in many other fields as illustrated by the Forestry Engineers (Le Devoir, 13 Octobre, 1965) in asking for an active role in regional planning. This enlargement of professional concern meets the new focus of community development, with people as the main-spring of action.

3. Federal-Provincial approach - There is another policy which is peculiar to the Canadian scene. That is the Federal system of government wherein the provincial governments have complete authority in certain key areas. Within our scope of interest, education and natural resources are two of these. The ARDA programmes in a given province will be what the province desires to do, within the intent of the Act, and subject to the policy interpretations and administrative ground-rules laid out in the Federal-Provincial Rural Development Agreement. The federal prerogative is mainly to establish operating policies after full consultation with provinces, and to maintain levels of federal

financial contribution toward each type of project in given categories of regions. By this means the federal government can ensure to a reasonable degree that the total ARDA programme operates in the national interest. This is no small task. Of particular significance to our discussion, it should be emphasized that specific provision is made in the Agreement to ensure local participation if intensive programs for rural economic and social development are planned.

Section 5 of the Rural Development Agreement provides for joint Federal-Provincial approaches to programming for development. Here is how this is structured: there may be established a Joint Advisory Committee consisting of five members at a senior level, three of whom, including the Chairman, shall be appointed by the Provincial Minister, and two by the Federal Minister. The Province will initiate programmes and provide the secretarial requirements of this Committee. The Committee shall meet at least once each year to review reports on progress, to establish mutually-acceptable criteria for the consideration of programmes and to consider provincial programmes proposed for the ensuing year.

4. Holistic approach to research - If the whole community is to benefit from community development, there is need for an ever-widening basis of participation over plans and programmes on the part of the people as a whole: professionals and laymen, across horizontally and at all levels. A policy for serving the whole community implies the co-ordination of all individual developmental and professional efforts. Hence the new Rural Develop-

ment Agreement includes a broadened base for research projects to be implemented on a broad basis.

This broad research activity is planned to cope with all aspects of a region by being applied (a) to physical resources, (b) to human resources, (c) to financial matters, and (d) to voluntary associations and their relationships with governmental agencies.

A repertory of resources for research includes in its scope - Universities with departments of social sciences, schools of social work, extension departments and various academic institutions such as agricultural colleges; federal and provincial departments involved in related fields such as Health, Welfare, Agriculture, Commerce, Education, Citizenship, Indian and Metis Affairs; voluntary organizations such as welfare agencies, co-operatives, credit unions, farmers' associations, regional councils, as well as individuals in adult education either on School Boards or voluntary associations, and many others. So far, welfare agencies have been mainly urban-centered; to satisfy urgent needs in rural areas presents them with a new challenge.

For a given region, a working model of the relationship between the various resources needs to be developed. To do so implies having experimental programmes in operation. ARDA does have and makes provision for such programmes, eg. in New Brunswick, Manitoba and the BAEQ in Quebec.

Section 13 (Part I) provides for:

(a) surveys, studies and investigations aimed at estab-

lishing criteria and priorities for action under ARDA and assisting in the solution of rural problems and to develop programmes and projects that qualify for cost-sharing under this Agreement;

(b) the formulation of Comprehensive Rural Development Plans;

(c) pilot action research specifically designed to test new programme approaches to the solution of rural problems and the improvement of rural standards of living not allowed for in other sections of this Agreement;

(d) studies aimed at determining the feasibility of any project aimed at improving the income level or employment opportunities of rural people.

5. Mobility decisions by the people - A policy actively seeking participation by the people is required, it can be repeated, if people are to be given a free and enlightened choice of options in the solution of their problems, if the community is to share responsibility for its own development. This applies also in manpower rehabilitation and mobility programmes where planning should proceed with the full knowledge and co-operation of those individuals involved, if any worthwhile success is to be achieved. Not only should relocation be carried out, but also counseling and information about opportunities should be given with the full participation of the people who are to benefit from these programmes, if possible, through adaptive services provided by the people's own Agencies which are

recognized by the Governments concerned. The policy defined in the Rural Development Agreement with respect to rehabilitation and mobility programmes (Section 22 - Part III) is stated thus:

Approved projects or programmes under this Part shall be selected from any or all of the following categories:

(a) allowances while training, including transportation and living costs, for any person qualifying for rehabilitation and re-establishment;

(b) the moving of qualified persons and their effects to a new specific location where arrangements for employment, resettlement or relocation, have been confirmed as sound;

(c) the re-establishment of such persons and adaptive services related thereto;

(d) special assistance where necessary for people aged 55 years and over, who are not qualified for training and re-establishment, and who are affected by the Land Use and Farm Adjustment Part of this Agreement.

As in the case of other policies already mentioned, these projects will need to be administered very skillfully. In a mobility programme, not only must people be trained for their new occupation but they should be moved from one location to another with painstaking care. The very intricate social measures with which we are concerned in such migrations of people require the fullest participation of the very people involved. If these people are not given an opportunity to participate, this programme may start a new cycle of govern-

mental subsidies inducing another form of rural poverty, not conducive to the long-range beneficial effects being sought. Bringing about such effects again supposes a co-ordination of effort among the various groups involved: psychologists and industrial relations people will have to work together to identify suitable persons able to satisfy the future needs of the labour market; sociologists and educators will have to develop working facilities for massive education; business people and civil servants will have to bring into operation new methods for large-scale educational upgrading and vocational training; social workers will have to explore the particular problems of personal and family adaptation which face displaced rural people. A pilot study in this area of concern has been made in Saskatchewan. More studies need to be undertaken in a number of other different environments and with larger groups of families.

Such a programme to encourage manpower mobility and resettlement will be difficult to implement successfully unless again there is built into its approaches respect for the dignity and the rights of individual persons and families. This can be achieved in part by direct consultation with those people involved. Such consultations are included as an important aspect of the community development approach.

6. Financial participation by the people - With respect to local participation, if a continued effort is really to be expected of local people, the Rural Development Agreement goes

so far as to suggest that a sound basis for cost-sharing should include some financial participation by these people. There are several ways in which this could be effected by the people directly or through their organizations. The important feature of this approach is that a minimum, even a token, financial participation in self-help community projects become an integral part of the programme.

STAFF AND TRAINING SERVICES

The ARDA Rural Development Agreement regards training in leadership skills as paramount in importance for the implementation of its programmes. At this point, let us recall the objectives of Part IV (Section 24) which are to assist the Province in providing for a specialized corps of Rural Development Officers qualified to guide action projects implemented through ARDA; to encourage effective community and area leadership for programmes under this Agreement; and to involve local people in the solution of socio-economic problems of the community and area.

More specifically, Section 25 (Part IV) defines as shareable by the federal government those approved projects or programmes initiated by the province which are not provided for under the Federal-Provincial Agreements effective under authority of the Technical and Vocational Training Assistance Act, and which shall be selected from any or all of the following categories:

(1) the payment of salaries and travel expenses of the provincial Director of Rural Development and Rural Development Officers filling additional positions

specifically required to implement ARDA programmes under this Agreement;

(2) the provision of grants, scholarships, bursaries, and allowances for the training and upgrading of personnel to be assigned duties as Rural Development Officers; for the training for group action of selected local leaders expected to perform various voluntary services on the community level; and for providing advanced training for selected graduate students required to implement programmes under this Agreement;

(3) the holding of seminars, conferences, meetings and other types of group activities, including expense allowances for participants, and related costs.

A National Consultation on Training for Community Development organized by the Canadian Association for Adult Education jointly with the Institut canadien d'Education des Adultes held early in 1965 provided opportunity for valuable exchanges of views among a considerable segment of the professions concerned with community development. Besides, it was the occasion for the establishment of a productive interchange of views between a number of professionals of French Canada and of English Canada. It provided substantial evidence of the increasing interest in community development and of the range and magnitude of the training programmes required to satisfy the needs for specialized personnel.

The consultations produced a consensus with respect to the various categories of staff who would require specialized

training. These categories consist of (a) training agents; (b) sectorial agents; (c) generalists; (d) volunteers. Besides these categories, it was recommended that a number of other groups should be given the opportunity of developing their knowledge and awareness of community development concepts and methods - these categories would include administrators of government services, policy-makers, developers, planners, researchers and others, engaged in some aspect or other of community development, community organization and community planning.

In the light of the foregoing, it seems opportune to consider some general thoughts concerning skills and background training community development personnel would require.

If the central policy of community development is to involve people in the process of their own betterment, economic and social, then prime movers must be identified that will focus this energy for the community purposes or goals. The thinking in this area has developed a vocabulary that is worthy of examination.

A community development agent was seen as falling into one of three categories:

(1) a sectorialist - that is a specialist in one of many disciplines that now exist such as is an agronomist, a sociologist, an economist, an engineer, a social case worker, etc. If one is a sectorialist in the vocabulary of community development, what kind of skills are required? First and foremost, specialized training in a given profession or discipline

coupled with an awareness of the need for community development approaches to development. On this score, social workers no doubt qualify, as do agronomists, foresters, etc. There is a distinction between any member of a profession and one which is a sectorialist as described here, and that concerns active participation in community development. One can be compelled by his/her employer to fulfill the functions of a community development Agent, or, one believes in and promotes community development. In either case, knowledge of the organization and of the implementation of a co-ordinated programme must be present for effective use of available personnel. Knowledge of the theory of community development and its tools, in addition to the basic belief in the kind of policies enunciated previously, are the only essential requirements.

The sectorialists must certainly be thought of as those who provide the essential knowledge and skills for possible use of land and other resources. In a sense they create knowledge about an area according to their professional viewpoint. The major drawback in their participation in community development is that, by definition, they have but one viewpoint. In the context of community development, they must learn to relate this particular aspect to the broad picture, learning to use the heuristic view of our definition "for the whole community". Here, sectorialists are the ones that should be able to point to sore spots in a community. This role should also go so far as to suggest solutions to problems. But again, inasmuch as it is basic policy to involve the local people, sectorialists

should not come up with a unique solution to a community problem. Their role should be conceived as that of developing options from which the people will choose. Theirs is a leadership that stems from their expertise and should not take the place of the local leadership structures which will have to "live with" their solutions. Their specific contribution is to provide a range of possible solutions and as experts be prepared to defend them before those who will have to implement them. Social workers in particular could most certainly develop into the moving force behind urban renewal projects, using the point of view that the environment as well as the individual should be readjusted.

(2) <u>a generalist</u> - that is one involved in community development without using the approach of a particular discipline, but working, closely on a face to face basis with local people. In India, these persons are known as village workers. The generalists are really a new kind of educator who usually integrate their educational effort with a governmental socio-economic programme. There are various levels of participation within this educational role which find its most complete realization when the generalist helps the community move toward the implementation of economic and political decisions within the community. Examples of some of the levels of participation in the role of the generalist are: the young student sent to a community as proposed by the Company of Young Canadians, or the community development officer working with Indians or Eskimos, or the detached worker in a city ward. All these are generalists involved in helping a given population to do something about its problems. But the method of

community development alone enables these activities to serve an ultimate objective chosen by the community itself, quite independently, without imposition from the outside. The generalist's basic skill is that of becoming accepted by local groups and using group dynamic methods to promote socio-economic changes in the context of community self-help or "entr'aide".

Also the generalist must be the one who develops the kinds of awareness and sensitivity that have been intimated as being necessary to sectorialists and to the local population. Out of necessity, his set of relationships cuts across the community both horizontally and vertically. Since his training and skills enable him to establish contacts at both ends of the process of community development, he performs certainly the most vital and intricate role of the whole process. Hence a person with trained skills in this area is in great demand. He knows about various services which governmental and non-governmental agencies have to offer in specialized areas of concern. He provides the community with this essential information. As an outsider who is accepted in the community, not only may he play an important role in bringing together conflicting segments of the community, but he is expected to link the outside world with the requirements of the community wherein he works.

(3) - <u>a volunteer</u> - that is someone who works on a project with the status of a local resident, without a full-time salary.

This person works in a local organization, knows the local problems and is willing to give time and thought to their solution. This is the kind of person whom most social workers can easily identify in a community's social structure.

The volunteers are, so to speak, the practitioners of community development, since they are part of the community that needs to initiate social changes and are among the beneficiaries of any change brought about. They of course are also the people in the middle of community development, being caught up in the interplay between the sectorialists and the generalists.

Finally, with respect to staff services, the ARDA programmes provide ample scope for rural communities to use initiative in developing policies of self-help or of "entr'aide". In no way is it intended through the ARDA programmes to replace local initiative by "imported" leadership not already found acceptable by specific communities. Rather, these programmes provide for the effective training of local people for service within their respective communities and/or areas. In order to bring this about then, a specialized corps of development staff must be formed and trained. It is not considered that such a corps should constitute an elite implanted from the outside into a community. On the contrary, the spirit of the Federal-Provincial Rural Development Agreement is for such specialized personnel to work with existing agencies, whether governmental or voluntary, under the direction of a provincial government.

COMMUNITY DEVELOPMENT APPROACHES TO PLANNING

As previously mentioned in this paper under Part VI (Sections 31 and 33) the ARDA programmes include pilot projects that are underway in various parts of Canada, especially in Quebec and New Brunswick in the East and in the Prairie Provinces in the West. On the basis of experience so far gained through

these various approaches, especially those which may be termed "community development approaches", in the formulation of comprehensive rural development programmes recognized as rural development planning.

The problems to be faced may be considered under four main headings namely (1) political, (2) psychological, (3) technical and (4) organizational.

1. - The political problem facing a planning agency (which may be a firm of consultants or an inter-departmental committee of government) is that of helping to evolve a clearly-defined governmental policy with respect to the final objectives. The new Federal-Provincial Rural Development Agreement does provide a framework within which to develop solutions to this problem. This framework however still requires to be field-tested under conditions which will differ in each province across Canada.

By way of illustration, let us compare two political assumptions and project the results of each one.

If comprehensive planning is directive or coercive, as when undertaken within an authoritarian and materialistic regime, the result is that the planners can manipulate resources in accordance with a single yardstick: economic efficiency. With this approach, the one-way vertical one, the personal choices of the people concerned within the region become quite remote from the planner's mind, and their fate may even be regarded as irrelevant when set beside his over-riding materialistic values.

If, on the other hand, the political assumption is one of self-determination within a democratic and social-minded

regime, one can find it difficult to formulate a comprehensive plan because one does not know exactly how far the economic argument is to prevail. It may be true that, given certain resource potentials (or the relative lack of these) certain outputs cannot be produced economically. In this context, just what leeway should be left to personal choice and self-determination, just how far does a planner respect individual liberty, freedom of choice? These and other questions depend really upon the choice of assumption made by a government with respect to its social policies. This is one of the dilemmas to be faced in social work.

2. - The <u>psychological</u> problem which emanates very clearly from the pilot experience in Quebec is that the planning team faces, almost from the very initial stages of its work, severe insecurity with respect to the continuity of its employment beyond a certain period of time. Given the formation of a planning team formed for a specific period of time by specialists within various disciplines, what is to become of the individual members of this team when the Plan is complete--what is to be done about facilities? How is the Plan to be implemented--to what extent are members of the planning team to be called on to participate in its implementation? The general problem faced here is that of an organization that must sooner or later redefine its goals, and within which individuals constantly face personal insecurity as to their future.

3. The <u>technical</u> problem is one of developing a comprehensive plan that will take into consideration all aspects of developmental problems within a given area or region. This seems simple enough

but, so far, experience has not proved out conclusively too many examples which can serve as models of comprehensive planning. There is ample scope here for testing out various approaches in an effort to establish guidelines during the lifetime of the present Rural Development Agreement.

4. The organizational problem faced in most areas seems to be that of developing an organization to assume responsibilities which take rapid social changes into account, while not giving the image of replacing existing social structures. The danger facing any group of planners is that it can project the image that the population can learn to sit back and wait for results from this new Providence.

As part of these general considerations, especially those concerning the full impact of planning on the local people, it will be of interest to take note of two statements. The one by M. Jean-Baptiste Bergevin, Assistant Deputy Minister, ARDA, of the Department of Agriculture and Colonization, Quebec, (Appendix "A") and the other by Dr. Gérald Fortin, Department of Sociological Research, Laval University, (Appendix "B") both with respect to the BAEQ.[1/]

CONCLUSIONS

The great problem accompanying community development, as much on the local level as on the regional or provincial one, is the effect on politics when a population awakens to a rational awareness of its problems. One must face the fact that community development is, vis-à-vis the familiar political structures, a

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1/ Bureau d'Aménagement de l'Est du Québec (Eastern Quebec Planning Board).

revolutionary idea. Hence the need to foresee the consequences of community development and its effect on the traditional political structures.

Although this may sound like much of a risk to run, in reality, the odds are favourable. Supposing that a solution is "shoved down a people's throat", there is much more of a risk involved for the political structures. For in such a case, as is being discovered, the solutions are of no real duration and have to be readjusted to satisfy ever-growing discontent.

Supposing rather that nothing is done, the need for continued assistance to a large sector of the population implies high social costs to be assumed by the remaining portion of the citizenry. This cost will find its way into governmental budgets through some form or other of additional taxation.

In fact then, the lesser risks are with community development as presented in this paper. This solution should be preferred also because it involves from the beginning those who will have to live with it.

In concluding this paper it seems opportune to emphasize that community development concepts are evolving rapidly. Very few people have so far given their full time to community development problems in Canada.

At this specific time in our history, a so-called War on Poverty has been officially declared. It will still require much thinking before all possible avenues of approach are identified and co-ordinated to bring about the development of social opportunities envisaged. It seems that the ARDA

legislation and Agreement provide one way of tackling the problem through the action programmes they generate in the field. (See Appendix "C" for an Outline of proposed administrative structure).

In this context, a number of ways have been suggested for social workers to participate in the process. It would perhaps be a valid starting point to ask how you social work educators and practitioners see yourselves in this context? Is your role defined clearly enough? Is your present contribution the best one you can make? How can some of the assumptions made in this paper be studied in depth, from your point of view? Is it realistic to suggest an integration of specialists? How do you feel about basing the action process on participation and local involvement? What steps should be taken to train a corps of specialists? What changes should be made in course content offered by Schools of Social Work to meet changing needs? These are all valid questions from where I sit--are they also valid from your point of view?

A vous la parole!

Appendix "A"

EXCERPTS

GASPE - A CASE STUDY

by

Jean-Baptiste Bergevin

Assistant Deputy Minister (ARDA)
Dept. of Agriculture & Colonization
Quebec

Presented at the 17th Annual Conference
The Institute of Public Administration of Canada
Winnipeg - September 10, 1965

"The Eastern Quebec Planning Bureau (or BAEQ) owes its existence to ARDA. The Government of Quebec was ready to meet the challenge and opportunity of the Act and promptly started negotiating with the Province's oldest regional economic council, the Lower St. Lawrence Council for Economic Planning (or COEB), to get the experiment under way. But that Council had under its jurisdiction only 5 of the 9 counties of the Gaspé peninsula which was considered at the time to be the area most in need of assistance. The Lower St. Lawrence Council helped most actively in the organization of the rest of the territory under another regional council (the Gaspé and Magdalen Islands Regional Council for Economic Development) as a result of which the Magdalen Islands were added to the pilot region as we know it today. The BAEQ, comprising these two councils, was finally incorporated in July 1963 as a non-profit organization whose operations were to be financed in equal proportions by the federal and provincial governments under the ARDA programme. It was to have a board of ten directors, of whom each of the two regional councils mentioned was to appoint five. A Quebec government representative or observer attends each meeting of the Board."

(...)

"The terms of reference of the BAEQ were as well defined as they were sweeping in scope. The mandate called for the preparation of a development plan in consultation with the population. Right at the outset, it was clearly understood

that the BAEQ was to concern itself with research and the preparation of a plan for the pilot region, staying away from the implementation stage of the plan (although the very name of the organization, BAEQ, suggests the idea of "implementation", which is implied in the word "Aménagement")."

(...)

"In the middle of 1963, the government knew little about what it meant to prepare a comprehensive development plan for a region. It knew even less about what it meant to prepare one for as large an area as the present pilot region. It knew nothing about preparing a plan with the active participation of the population. On top of these disturbing uncertainties, the government was faced with the decision to hand over that responsibility to a group of men who, for obvious reasons, had little or no experience in such matters.

"Nevertheless, late in 1962, the government had already made up its mind to "designate" - to use an expression dear to the heart of the Federal government - Gaspé as a special area for experimental action. In the meantime ARDA was coming into the picture. The estimated time for the preparation of the BAEQ plan was first set at eighteen months but was promptly revised to two years and a half. It was a very tough decision for men of action to take but the Government took it at the time quite unreluctantly and thereafter lived or learned to live with it.

"During the first half of its mandate, the BAEQ concentrated its efforts on an elaborate inventory of the region.

Existing sources of information were of course thoroughly exploited but several special surveys had to be carried out for the purpose of completing the basic information.

"This phase of the experiment was rather painful, particularly for the great majority of the local politicians who wanted "action" not "research"! The technicians hired by the BAEQ to do the job were inexperienced and skirmished with the local population. On the board of directors, the five coming from the Lower St. Lawrence Council were sizing up their counterparts representing the rest of the territory, and vice versa. Added to all these difficulties was the fact that a group of dynamic, fiery and rather fearless professionals had to report their activities to a group of directors who were totally inexperienced and unprepared for this kind of research venture."

(...)

"The inventory-taking part of the work of the BAEQ has already resulted in pressure on various government departments to review and update their technical information and initiate new fields of data-gathering. The departments were thus faced with the choice of setting to work to revamp their information or of resigning themselves to seeing the BAEQ, through the hiring of specialists on a consultant basis, take the lead in areas where their leadership had traditionally been undisputed.

"Every technical sector was scrutinized and investigated systematically, ranging from land-use mapping to the

storing of information at the local and regional level. These investigations by the BAEQ (that "recognized" body whose requests had a certain priority in government circles) were bound to act as a catalyser and incentive to faster action. Furthermore the BAEQ had numerous occasions to point out the appalling lack of data in some crucial fields and was therefore instrumental in persuading the Government to give priority of action to issues which would otherwise have been rather seriously neglected.

"The BAEQ programme also called for a series of volumes to be published by the end of this month (September 1965) dealing with various aspects of the plan. These books constitute what the BAEQ has agreed to call "the outline of the plan" and they deal with the following economic sectors: agriculture, forestry, fishing, mining, tourism, industry, finance, and transport. One of these books is devoted to the entire economy of a region in the territory i.e. the Magdalen Islands, and another one analyzes the existing socio-economic structure of the area and suggests the creation of new organizations with a view to facilitating the implementation of the plan.

"However, this set of books or outline of the Plan is not the plan itself. The outline contains a lengthy description of each sector and its place in the overall economic picture of the pilot region. Then a series of goals and objectives are defined and various means of attaining them are described and analyzed in terms of their relative chances

of success. The population is being consulted with these documents in hand.

"The contact with and participation of the population -- what is called locally, l'animation sociale (social animation, stimulation or activation) -- constitutes the most original part of the experiment. During 1964, some 225 local committees were created for the purpose of studying what the participants thought were the most crucial problems of their localities. They were provided with questionnaires specially designed to raise issues among the groups. An "animateur", an unsophisticated version of what is commonly known as a community development officer, acted as a kind of moderator at each local committee meeting.

"The local committees were formed by calling on the leaders in the localities and no distinction was made as to the sector of economic activity in which they were accustomed to operate. Each local committee delegated a representative to one of the 8 zonal committees into which the entire pilot region was divided. It is only at this zonal level that regional and provincial associations such as the U.C.C. (the Catholic Farmers' Union), the Chambers of Commerce, St. John the Baptist Societies, etc., were represented. The BAEQ technicians in charge of preparing the plan deal exclusively with the zonal committees. Each zonal committee has submitted to the BAEQ a series of observations and priorities representing a summary of the views expressed at the local committee level."

(...)

"The BAEQ has not yet found any solution as regards the role of the elected representative of the people. At the provincial government level there is no obvious procedure available. The problem is not as acute at the municipal level because many elected representatives have already found their way to the local and zonal committee meetings. But one must admit that this situation constitutes a rather disturbing element in the preparation of a plan with the active participation of the population. The very structure of our present political system of popular representation is perhaps being challenged.

"The BAEQ as such should go out of existence after the plan has been submitted to the government (at least according to the terms of its mandate). Until very recently, it was hoped that the two regional economic councils of the pilot region, which incidentally are represented at the zonal committee level, would be able to ensure that the communication channels established by the BAEQ for consultation with the population would continue to function throughout the implementation phase of the plan. These hopes have since been proved unrealistic in view of the weakness of these councils. It is true that one of them is the oldest in the Province, but the responsibilities that this Council would be called upon to assume during the implementation phase would far exceed in scope those it has been accustomed

to during the planning stage. The other council is still at an embryonic stage of development and is likewise not yet ready to take over such responsibilities. The present government policy as regards regional councils is such that they are left to themselves to find their own field of action. They are in all cases born of the local initiative of the residents and have recently received for the first time a token contribution from the government to cover part of the cost of their activities. Such a government policy is not likely to result in the two councils involved here being placed in a position to assume more responsibility in the near future.

"Thus, the possibility of continuing the dialogue with the population depends on solving the problem of how to continue with the experiment when the BAEQ as such disappears.

(...)

"Animation sociale" can already claim credit for tremendous benefits to the population itself. Through its work with local committees, and the showing of special films, and through TV programmes, the BAEQ undoubtedly reached a sizeable portion of the population and achieved outstanding success especially in getting adults back to school. Thus, in the territory covered by ARDA in the Lower St. Lawrence and Magdalen Islands, 5000 persons registered for instruction at the grade 5, 7, 9 and 11 levels. This adult student population amounted to 235 classes throughout the territory -- as compared with a total of only 32 classes in the rest of the Province. Some local committees, after discharging their

responsibilities with the BAEQ, went on studying problems of special interest to them on their own. This also must appear on the positive side of the BAEQ balance sheet."

(...)

"Somehow the BAEQ has become too big in terms of personnel, showing nearly 200 employees on the payroll during the summer of 1965. With such a huge and young staff, the BAEQ has lost a great deal of its original flexibility and can hardly now be considered more efficient than any of a number of research organizations scattered throughout the government services.

"If the Government had the opportunity to repeat this experiment, it would of course be in a much better position to define the mandate of the board of directors of this non-profit organization. The ten directors, as I said previously, were nominated by the two local councils; and at their request and to avoid being accused of undue interference, the Government confined itself to the role of observer. I am now of the opinion that if the Government were to participate again in this kind of experiment, it would not accept anything but a full membership on the Board with possibly a veto power.

"From the beginning, the Government took it implicitly for granted that the responsibility of the Board of directors was to be mainly confined to the role of watch-dog over the public funds at their disposal. The yearly budget was for all practical purposes prepared by the BAEQ technicians and accepted as such by the Board, and the Government could

hardly change it -- the argument that the success of the experiment might be seriously impaired if such and such expenditure was cut off being invoked rather frequently. In brief, in this kind of experiment, once you have committed yourself you must abide by your decision and accept its consequences.

"In fact, the Board never at any time received directives from the Government, which has kept well away from any interference with the operations of the BAEQ. But now that the BAEQ is only some six months away from the end of its mandate and the Government has just begun planning the winding-up of the research phase with the technicians, the nature of the Board 's responsibility is not expected to change in any way.

(...)

"I should like to conclude by doing what might perhaps have been done at the start: that is, to place this experiment -- this sincere and somewhat costly effort to meet the needs and discover and implement the will of an underprivileged part of our population -- in its proper setting.

"From what has been said, you will have understood that such an attempt has been difficult; it might almost be termed a "tour de force". In the past three hundred years, our population has had a great deal of practice in being governed -- during the French and British regimes, and more recently under Provincial administrations. But it has had very little experience of the kind of government that arises

almost spontaneously from the will of the people, as has been the tradition for example in England.

"Thus, our experiment will be best understood if it is seen in this light -- as an effort to know and reflect faithfully the will of a people to whom such a tradition is, I will not say foreign, but strange, and who have been accustomed to seek the initiative elsewhere than in their own hearts and minds.

"In these circumstances it is inevitable that people and government should have a disturbing but stimulating and rejuvenating effect on one another, to their mutual benefit."

Appendix "B"

STATEMENT

on Community Development

by

DR. GERALD FORTIN

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Faculty of Social Sciences
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Quebec, P.Q.

(The author is speaking about Quebec, where the idea of a complete change in society is preached. From an economic and social point of view, the population defines this change more and more in terms of PLANNING)

Presented at the
National Consultation on Training for Community Development
The Guild Inn, Toronto, January 31 - February 2, 1965.

It becomes more and more obvious that we cannot move on to over-all change without envisaging the various stages. There are two possible ways:

1. Décisive government intervention
2. More democratic planning, achieved either:
   (a) by the direct intervention of citizens
   (b) by intermediary organizations.

Planning always implies direct action on the part of the government. The problem, then, is to know what importance should be granted to this state intervention and how much should be reserved for the free initiative of the citizens.

People seem to prefer the democratic planning, into which the CD programme in Quebec falls.

CD is considered to be a means of stimulating the population to take part in the setting up of the aims of the programme, as well as in the choice of means necessary for its realization. This 'citizen' action can be on three levels:

1. PROVINCIAL PLANE

At the request of the citizens, the provincial government has set up and continues to create consultant services, their function being to advise directly a ministry or a particular minister. For example:

The Council of Economic Orientation

The Senior Council for Education.

There are numerous other examples.

The Council for Economic Orientation groups representatives of all the intermediary organizations and class interests. Thus there are trade union representatives, agricultural associa-

tions, private interests etc.

The main problem confronting us is the difficulty of ensuring the collaboration of these delegates representing different, even conflicting, interests. The objectives of planning and the various means of achieving it seem different to each group, even contradictory. These people must be brought together, to work in terms of a common objective which respects private interests.

A similar problem faces the Education Committee.

It might be noted here that both these councils have an advisory and not a legislative capacity. They represent public opinion which exercises through them pressure on the government. One can see, therefore, in these councils, an effort to group and channel the action of pressure groups, who are normally reduced, to achieve their aims, to patronage and similar methods. This effort to rationalize action can lead to a more rational planning. One can then give more weight to the interests of the community, as well as to those groups who had so far lacked representation.

Needless to say, the preparation of such councils presupposes groundwork similar to that of CD. The different groups must be made to define their objectives. In this way, this work can be considered as an advance form of CD.

2. REGIONAL PLANE

For the last seven or eight years, an awareness of differences between the regions has been seen to develop. The government has been asked to abolish these socio-economic disparaties. This kind of demand has a very characteristic

political flavour.

This awareness has led to the setting up of councils of regional development which group different associations representing different social classes or groups. These committees arose spontaneously without state intervention. They frequently oppose state policy, constituting new pressure groups, involved this time not with class interests but with regional ones.

Because of their spontaneous nature, these councils are ill-defined and, according to the region, present different characteristics. In one case, the council will group eight counties; in another, four parishes or municipalities. Between these two extremes, one can find the entire range. The composition of these councils is equally varied. In certain cases, the municipalities are members; in others, they are excluded, and only associations are admitted.

As on the provincial plane, in these committees the problem of promoting collaboration among delegates representing conflicting interests must be faced.

A special problem of these councils is to achieve agreement on their objectives, identity and orientation.

CDS(x) are necessary among such groups to help them to become aware of themselves and to direct them.

Another difficulty is that these councils do not have a structure which permits them to act as advisory organs. To be accurate, they remain pressure groups. The means of organizing their action must be found.

3. LOCAL PLANE

Let us begin by noting that one of the councils has

(x) Community Development Services

been requested by the government to prepare a development plan in various areas: agriculture, forestry, education, welfare, etc. They can then proceed to set up a general development plan, social and economic, for the whole region.

This pilot plan, we note, must face the difficult task of encouraging the rapid evolution of a population that is twenty-five years behind our modern society. One of the first aims of CD must be to bring about this transformation of outlook. We must help them to acquire a mode of rational thought, and make them capable of taking necessary decisions.

Once again we meet the problem of participation, an essential element in planning. The population must be brought to share in the building of plans and taking of decisions. We must not bring them to accept plans set up by experts, but to submit to them plans or information provided by experts, and allow them to decide.

We must create, therefore, not just on the regional level, but on the local level, 'cells' which will encourage such participation.

An urgent need of CD is felt at this level too. Already local committees have been set up to study problems peculiar to certain localities, on the basis of research by specialists, and to establish a development plan on the local level, as well as regional. Moreover, once these local committees have been set up, they will have to be grouped in zones and integrated into regional councils. Thus, local participation can be fitted into the overall plan.

In addition, this process, requiring a large number of CDS, raises a number of problems. These problems relate to

political and social structures.

First, a way must be found which will help these local committees to act as consultants for political bodies. Originally organized outside political structures, they must be reintegrated. This raises the question of leadership.

Another problem is that of channelling local pressures to influence government policy on the regional or provincial level. Several solutions have been considered, without any of them having been tried. In brief, the problem is to find a way of channelling these pressure groups without reverting to patronage.

The great problem accompanying CD, as much on the local level as on the regional or provincial one, is the effect on politics when a population awakens to a rational awareness of its problems. One must face the fact that CD is, vis-à-vis the familiar political structures, a revolutionary idea. Hence the need to foresee the consequences of CD and its effect on the traditional political structures.

RESUME

In CD, the question is not only to help a community to think rationally, but to give it also the means of acting rationally. That is, to give it the political and social structures, which will allow it to act in terms of a general plan, bolstered by rational structures. One has only to consider the aims of planning to be convinced that our political and social structures are not necessarily rational, and they do not always permit efficient planning, and the desired development. This, as well as changing the population's attitudes, must be one of the preoccupations when one becomes involved in a CD project.

OUTLINE

APPENDIX "C"

Proposed Administrative Structure

ARDA Programmes

I - Federal - Regional Directorates - Joint Advisory Committees

II Provincial		III Regional / Area	IV Community
(1) Director of Rural Development or equivalent position.	(2) Sectorial RDO's such as - Agricultural and other Resource Specialists, etc. - Land Use and Farm Adjustment Specialists. - Development programmers. - Manpower Labour Mobility Specialists. - Information Officers.	a) Development Coordinators - to integrate Government programmes on a regional and/or area level - to maintain liaison with Development Councils whose Director-Secretary would be recognized as a b) Community Dev. Agent who would develop, coordinate and guide action programmes on the individual community level.	Voluntary leaders - Officers of local Community Committees (Executive Committee Members) bringing together various local groups for community development action programmes.

Liaison activities requiring professional and/or special skills in human relations, take place particularly at the regional and/or area level. Here, at this level, is felt the impact of public policies on the people, where the participation of people from the "grass-roots" and their involvement on a "self-help" or "entr'aide" basis offers the really fundamental test of the adequacy and opportuneness of public programmes.